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Organization, administration and...

Washington

1918

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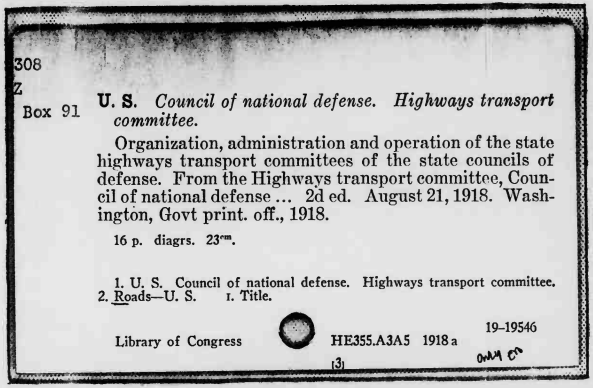

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ORGANIZATION ADMINISTRATION AND OPERATION

OF THE

STATE HIGHWAYS TRANSPORT COMMITTEES OF THE STATE COUNCILS OF DEFENSE

FROM THE HIGHWAYS TRANSPORT COMMITTEE
COUNCIL OF NATIONAL DEFENSE
944 Munsey Building
Washington, D. C.

Telephone: Main 5750; Branch 106

SECOND EDITION
AUGUST 21, 1918

WASHINGTON
GOVERNMENT PRINTING OFFICE
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THE HIGHWAYS TRANSPORT COMMITTEE,

COUNCIL OF NATIONAL DEFENSE.

Origin and Purpose.

Recognizing the national value of our highways in relation to, and properly coordinated with, other existing transportation mediums, and more particularly the necessity for their immediate development that they might carry their share of the war burden, the Highways Transport Committee was appointed by, and forms a part of, the Council of National Defense.

The object of the committee is to increase and render more effective all transportation over the highways as one of the means of strengthening the Nation's transportation system and relieving the railroad of part of the heavy short-haul freight-traffic burden.

The attitude of the Council of National Defense toward highways transport has been expressed by its director, Mr. W. S. Gifford, as follows: "The Council of National Defense has recognized that the inland war-time transportation problem is in a sense a trinity which consists of steam and electric railroads, inland water transportation, and highway transportation. Our problem is, specifically, to increase the use of the highways as far as possible, and to increase that use to relieve so much as can be the burden and strain on the other transportation facilities of the country. We must not only relieve the burden, therefore, but we must increase the facilities for carrying the necessary burden. One important way for increasing facilities is through highways transport."

Following is a statement made by Mr. Robert Wright, assistant traffic director of the United States Railroad Administration, on motor transportation in its relation to the Railroad Administration:

"This is no time for any suspicion that there is any question of competition in transportation. Every available kind is needed. The Railroad Administration is heartily in sympathy with the effort that the Highways Transport Committee and its organization is making to promote the widest possible use of motor trucks in facilitating transportation."

It is the aim of our committee to cooperate closely with railway, electric railway, and waterway transportation, and it is to be clearly understood that in no way is the committee encouraging competition between the various forms of transportation, but rather the carrying

of any type of freight by the particular means which can do it the most efficiently, quickly, and economically.

Organization Plans for Carrying Out Policies of the National Committee.

The Highways Transport Committee at Washington deals with the national problems of highways transport. The plans provide for carrying out the policies through State highways transport committees, which are appointed by, and form a part of, the State Councils of Defense.

By this method of cooperation the details of the campaign are worked out at headquarters and the State is free to take vigorous action looking to the execution of national policies, and is in this manner able to accomplish the greatest results in the shortest possible time.

State Committee Organization Plan.

The State committee consists of a chairman, secretary, and not less than five members, who form the field section. These five members are chosen by first dividing the State into five principal divisions and then selecting one man from the principal point in each division. These five men, while being members of the State committee, are in turn chairmen of, and responsible for, the proper organization of their district.

District boundaries should always follow established county lines, because eventually each county is to have a highways transport committee. In certain sections of the country the feature which will tend to distinguish one district from another will be the large distribution centers forming the heart of the several districts. In other sections of the country which include no large cities the district will be determined principally by certain areas, such as agriculture, manufacture, lumber, minerals, oil, etc., and with regard to present development of transportation facilities.

The idea, however, is to see that the entire State is divided into five districts, each with its proper organization and representation on the State committee, so that the committee as a whole will have exact information of the varying conditions throughout the State.

In the States already highly organized, in addition to the five members of the State committee described above, who also serve as chairmen of the five State districts, an executive section or planning staff is made a part of the membership of the committee. The members of the executive sections should have as their function the planning and inauguration of the special features of the work to be undertaken by the committee as a whole; to put into practical field operation such instructions as come from Washington.

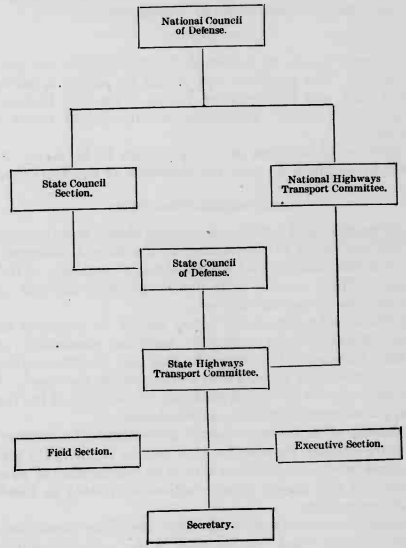
Each member of the executive section should devote his thought to one of the principal divisions of our work, such as rural motor express, return load bureaus, cooperation with Federal Railroad Administration, greater efficiency of highways transportation, etc. The State highways commissioner, or engineer, should be a member of this section, as well as the State agricultural leader who directs the activities of the county agents throughout his State.

The executive section should be composed of men who can meet very frequently.

Responsibilities of Chairmen.

The chairman of the State committee should be chosen by the State Council of Defense, and the working committee of five should be selected by the chairman, one from each district.

Organization chart of the State Highways Transport Committee.



The chairman of the State committee should, if possible, be an active and successful business man who is willing to assume responsibility for work of his committee and who will devote time necessary for success. The chairman should have a keen interest in some phase of highways transport work and should not be vitally interested in any other form of transportation.

The chairman of the State Highways Transport Committee is responsible for the organization and administration and operation of the committee work within his State. He will see that the State committee is fully organized and that each member faithfully performs the several responsibilities placed upon him.

He will see that the State is properly districted and that the districts are fully organized, and that the district chairmen faithfully discharge the responsibilities of their office.

He will see to it that meetings of the State committee are held regularly, and that adequate reports are made of the meetings to the Highways Transport Committee at Washington.

SECRETARY.

The secretary must, of necessity, be continuously on the job at headquarters. This condition can be met by having a volunteer or a salaried man, and he should be chosen, if possible, because of his past highways transport experience and recognized ability in this field of activity.

The selection of this man and the provision for his salary, if necessary, should be taken up with the chairman of the State Council of Defense.

ORGANIZATION DETAILS.

The community and county committees should meet regularly and send a written report of proceedings to the district chairman. The district chairman should send a written report regularly to the State committee. These reports need not be lengthy, but will indicate district progress at regular intervals.

Immediately after organizing a map should be prepared showing the main transportation highways between population centers; also a map showing the State as divided into the five working districts, and the district divided into sections where necessary. Copies of these maps should be mailed promptly to the office of the National Highways Transport Committee at Washington.

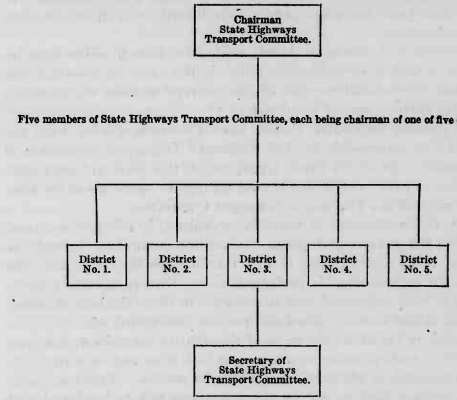
An analysis of equipment should immediately be secured from proper State officials, showing for each county in the State the number of motor trucks in operation as well as the number of passenger cars. Copy of this should also be mailed as quickly as possible to the Washington office.

Suggestions are always welcome from the State committee as to any improvements which can be made in the national organization, and in turn the National Highways Transport Committee will aim

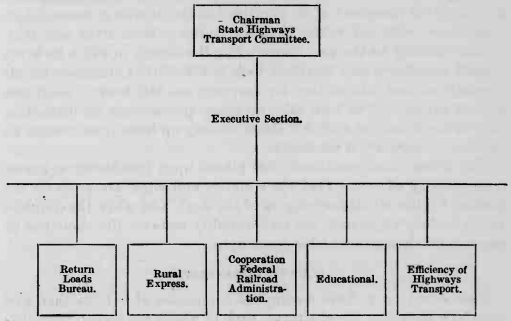
to make suggestions and be of all possible help to the State committee.

The national office will make possible the interchange of ideas, and the good work and important suggestions made by each State can be passed on to the other State committees.

Organization chart of the State Highways Transport Committee, field section.



Organization chart of the State Highways Transport Committee, executive section.



The District Committee Organization Plan.

The chairman of the district committee, of course, will be a member of the State committee and will have already been chosen to represent the district in which he lives.

It will be his first duty to organize his district committee by selecting a working committee of four or five prominent men (number optional) who have the same personal qualifications as those required for the chairman.

These members should be chosen, aside from their qualifications, on account of their geographical location, in the same manner that the State and district chairmen are chosen, thereby assuring a representative from each section of the district.

This district committee should have a secretary, who, with the chairman, is responsible for the Highways Transport Committee of the district. As in the State organization, this secretary may be a volunteer or paid worker, but should arrange to spend his entire time on the work of the Highways Transport Committee.

When this committee is properly organized, it will put in actual operation the policies and plans of the State committee through the counties in its district, and it will therefore be its duty, after the committee organization is perfected, to see that each county in the district is fully organized and to delegate to them the task of seeing that the actual working plans and policies are carried out.

In order to facilitate the work of the district committee, it is suggested that each member be selected to look after and be responsible for the counties in the section in which he resides. This will divide up the work so that no one on the committee will be burdened with the responsibility of more than 3 or 4 counties. For example, if the district is composed of 20 counties and the district committee has 5 members, each one would have 4 counties to look after, and they would naturally be the ones surrounding the county in which he lives.

Each member would therefore look to the district chairman for all instructions and information for carrying out the work. Each district chairman will in turn take up many problems in his district at the State meeting and refer matters coming up from time to time to the State chairman, if necessary.

The district chairman really has placed upon him the very heavy responsibility of seeing that the counties and cities are properly organized for the actual carrying on of the work, and while the counties are to be fully organized, the responsibility rests on the shoulders of the district chairman and his committee.

County Organization.

Each county is to have a complete committee of not less than five members, including the chairman, each of whom are chosen from distinct parts of the county, both from the population centers as well as from the rural districts, and, of course, should have the same qualifications as the members of the district committee.

Inasmuch as this county committee is responsible for the highways transport work in every city and village, their work is perhaps the most important of any of the organization. They should be men who are perfectly willing to enter with enthusiasm into the work in such way as to bring results and who will be diplomatic enough to handle the natural difficulties which come up in dealing with individuals in towns and small cities, as well as rural districts.

As it is understood that the Highways Transport Committee of the State is part of the State Council of Defense, it naturally follows that in the county work the Highways Transport Committee should be, if possible, part of the County Council of Defense, or such similar organization as they use in the county to carry on their work.

Each County Highways Transport Committee will undertake as its first work the organization of a highways transport committee as part of every chamber of commerce, or similar trade body, within the county. Such local committees are responsible for the effective work within their own towns.

These committees will put into actual operation the plans which will be given by the county committee. The county committee, of course, will have detailed plans, such as plans for surveys and the gathering of data for the expediting of the work in carrying out the policies of the State committee.

The county committee will be entirely responsible for organizing all the territory in the county outside of the towns and cities which they have delegated to carry out the work where there are such chambers of commerce or trade bodies.

The county committee will therefore be the body which coordinates the work of all cities and towns and provides the organization for the rural districts in such a way that every acre of ground in the county has supervision.

The county committee should look to the district committee for guidance and suggestion in carrying out the work, and problems which come up from time to time can be discussed at the district committee meeting.

Matters to be Taken up by the State Committees After Organization.

When the State committee is organized, the different chairmen will bring up, of course, matters peculiar to his district, and no doubt many matters will come up which are peculiar to the State

only. However, in order to have the work of the national and State committees uniform, and to have the policies clearly defined, the work has been divided to take in the five State activities, which are, briefly, as follows:

First. *Return loads.*—The elimination of empty running of vehicles by the bringing together of shipper and truck owners in a systematic way, so as to provide full load where possible.

Second. *Rural express.*—By rural motor express is meant the use of the motor truck or horse-drawn vehicle in regular daily service, over a fixed route, with a definite schedule of stops and charges, gathering farm produce, milk, live stock, eggs, etc., and delivering them to the city dealer, and on the return trip carrying merchandise, machinery, supplies, etc., for farmers and others along the route. This service amounts to a collection and delivery that comes to the farmer's door with the same regularity that the trolley car passes over its tracks.

Third. *Cooperation with Federal Railroad Administration—Terminal relief and store-door delivery.*—The relieving of congested terminals and cooperating to eliminate short hauls by railroads through effective transpoort service. Under this heading also comes the establishment of store-door deliveries, which is fully explained in bulletin portfolio.

Fourth. *Educational.*—This educational campaign to place highways transport work in its proper light throughout the State through the memdium of chambers of commerce, rotary clubs, mayors, newspapers, magazines, and so on; also to enlist the support of all motor-driven vehicle owners.

Fifth. *Transport operating efficiency,* which is, briefly, making transportation more effective by encouraging the efficient use of all vehicles, by avoiding the making of trips with only part load, and by eliminating waste time in loading and unloading, and the avoiding of delays in giving and signing of receipts, and so on.

While these divisions are the main divisions from which the work is to be considered, yet there are a number of other matters which might be discussed and considered under the following headings as a committee of the whole.

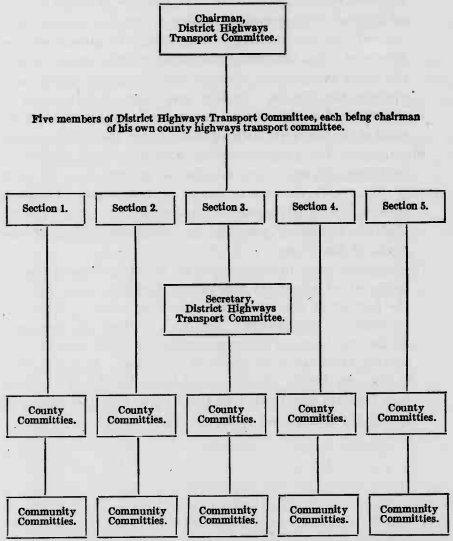
The proper legislation in the State with regard to the operation of transportation over the highways, with consideration given to the matter of charters, license fees, etc., so that patrons of such lines can have protection in case of damages and know they will be dealing with responsible people.

The proper and adequate means of financing operations recommended by the State council of defense in order to provide additional transportation. Along this line might be considered the advisability of suggesting to groups of farmers who now own thrashing machines on the group plan, that the same groups that operate the thrashing machines could operate the trucks. In this way they could handle transportation for the entire group and operate it on shares similar to the way they operate their thrashing outfits.

Maintaining the proper contact with the State highways department giving them additional information, if possible, of the needs in various parts of the State. Cooperating thoroughly with regard to pointing out road conditions that are hindering essential transport operations in various parts of the State.

Cooperating with existing agencies looking toward the establishment of adequate marketing facilities that will relieve the farmer of the necessity of having to go to town to sell products to merchants. The idea is that the development of the rural motor express confers its chief benefit by conserving farm labor for work on the farm. It is not effective if the one truck which consolidates the loads of three or four farmers must carry to town these three or four farmers to sell the truck load of foodstuffs.

Organization chart for District Highways Transport Committee.



Regional Chairman of the Highways Transport Committee.

To maintain a more effective and intimate contact between State Highways Transport Committee headquarters and Washington, the office of regional chairman of the Highways Transport Committee has been created and 11 regional areas designated.

This officer will be located conveniently within any region and can be of considerable service to the State chairman and his committee.

He will frequently meet with the State committees and advise in connection with the carrying out of national policies. This contact will also insure the national office of securing the suggestions and criticisms of the State members.

Naturally the regional chairman will first make certain that the State committees within his area are fully organized in the prescribed manner, and that the operations and necessary contacts are effectually maintained.

State Committee's Education Work.

The public must, of necessity, be thoroughly informed as to the State Highways Transport Committee work. The effective carrying out of national policies where the local need may not be so apparent can only be done with the whole-hearted support of the public. To this end they must clearly understand the aims and have perfect confidence in the State Highways Transport Committee.

For accurate information and assuring State-wide circulation, educational material should go from the State, district, or local headquarters to all the mediums within the area concerned.

The chairman or secretary of the Highways Transport Committee should work in close accord with the existing educational department of the State Council of Defense to the end that their help may secure facilities for disseminating information made available.

The moving-picture film will also be used in this educational work, and State headquarters should work out an adequate plan for obtaining the most effective circulation of such material.

In a similar manner district headquarters will plan for an intensive educational effort throughout the sections of their districts.

Coordinating efforts of State committee with respect to other State organizations.

The chairman of the State Highways Transport Committee will see that contact is maintained with all bodies within the State having reason to be interested in any phase of the committee's work.

In like manner, contact with the administrative branch of the State Government will be maintained to the end that advice and assistance may be secured and authority, when needed, forthcoming.

A partial list of the more important bodies referred to above are as follows:

State highway commission.
Commissioner of motor vehicles.
Secretary of State's office.
Attorney general.
State railroad commission.
Public utilities commission.
State leader of agriculture.
Director of county agents.
Director of Army and Navy recruiting agencies.
Grange.
State chambers of commerce.
Food Administration.
Fuel Administration.
Oil Division of Fuel Administration.
Federal reserve bank.
Capital issues committee.

Federal Railroad Administration.
Waterways.
War Industries Board.
War Department traffic men.
American Automobile Association.
Good Roads Association.
National Automobile Chamber of Commerce.
Red Cross.
Liberty Loan.
War-Savings Stamp Committee.
Women's organizations.
State troop headquarters.
State constabulary and police.

COUNTY AND COMMUNITY COORDINATING DISTRICT, COMMITTEE'S ACTIVITIES WITH OTHER DISTRICT BODIES.

The Chairman of the District Highways Transport Committee will see that contact is maintained with all bodies within his district having reason to be interested in the committee's work, or any phase of it.

In like manner, contact with the administrative branch of the county and township governments falling within the district will be maintained to the end that advice and assistance may be secured and authority, when needed, forthcoming.

A partial list of the more important bodies referred to above, in addition to local divisions of those mentioned on page —, are the following:

County road commissioners.
County supervisors.
County agents.
Mayor's office of municipalities.
Street commissioners of municipalities.
Police departments of municipalities.
Home-guard commanders.
Street railway and public-utilities service.
Water-transport companies.
Chambers of commerce.

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